



## The Specific Features of Implementation of KPI System in Civil Service of Uzbekistan

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### **Abstract**

The article analyzes the political and legal framework, institutional characteristics, specific experience and some problems of introducing the principle of meritocracy and the KPI system of modern management into the system of the state civil service of the Republic of Uzbekistan.

**Keywords:** *Civil Service; Meritocracy; Key Performance Indicators (KPI); Uzbekistan*

### **Introduction**

The realization of human rights and freedoms, ensuring a decent life for citizens are among the priority tasks in modern Uzbekistan. In particular, the President of the Republic of Uzbekistan Sh. Mirziyoyev stated that “The main goal of these reforms is to ensure decent levels and quality of life for our people” (Mirziyoyev, 2017).

Deeply aware that in order to achieve this goal, it is necessary to reform and further improve the civil service on the basis of advanced modern principles, rapid political and administrative reforms are being carried out in Uzbekistan. In particular, in political reforms, the principle becomes decisive, the so-called “Not the people should serve state bodies, but state bodies should serve our people” [2], in administrative reforms, the principle of meritocracy becomes a priority, and consistent efforts are being made to gradually introduce it at all levels of the civil service.

For example, in accordance with the Decree of the President of the Republic “On measures to radically improve the personnel policy and the system of the state civil service in the Republic of Uzbekistan” dated October 3, 2019 No. PD–5843, the task of applying the principle of meritocracy,

which provides for the admission of persons to the civil service of the state and their promotion official ranks” ( O‘zbekiston Respublikasi Prezidentining, 2017).

## ***Discussion***

It is known that meritocracy literally means “the power of the worthy”. The introduction of the principle of meritocracy requires the assessment, selection and placement of personnel based on specific measurements of their potential (abilities, talent, effort, knowledge) to perform a specific task. ... Its most important aspect is the regular encouragement of staff to work on themselves, protecting them from personal and social degradation, as well as creating the ground for creative activity in public relations ( Sultonov, 2021).

According to the political scientist D. Ernazarov, the main elements of meritocracy are – admission to the civil service on the basis of selection, evaluation of candidates based on their personal abilities, knowledge and skills, equal treatment of all civil servants, the introduction of equal pay for the same work (payment based on performance), a state that has achieved effective results in its activities, proper incentives for employees, dismissal of employees whose results are not completely satisfactory, and adjustment of activities ( Ernazarov, 2020).

This means that the implementation of a system of motivation and promotion in official ranks based on the evaluation of the effectiveness of the work of personnel is one of the main elements of the principle of meritocracy. According to modern management theory, this element is called key performance indicators (KPIs).

The main ideas of the KPI system (Key performance indicators) were developed by Peter Drucker (1909–2005), an American economist, publicist, educator, and an influential management theorist of the 20th century, with the aim of improving the effectiveness of management in non–governmental organizations. This assessment system was developed in the 1980s as part of the concept of strategic performance management, and provides for the rational stimulation of the activities of employees performing their functional tasks and responsibilities, quantitatively measuring their performance in terms of effectiveness and efficiency.

In modern Uzbekistan, one of the main tasks of further improvement of the public service is the introduction of the KPI system. In particular, the President of Uzbekistan Sh. Mirziyoyev stated at a joint meeting of the Legislative Chamber and the Senate of the Oliy Majlis that “it is expedient to introduce an assessment system based on performance criteria (KPI) of the activities of managers and employees of executive authorities at all levels, starting with the prime minister and members government”.( Eranov, 2018).

To form a deep and comprehensive view on this issue, it is necessary systematic analysis of the process. In particular, from a political point of view, it is very important to know who develops the criteria for evaluating the performance of employees, on the basis of information of which institution it is evaluated, and who makes the final decision. The article addresses these aspects of this issue.

A retrospective approach helps to obtain information about the stages of implementation in public service institutions. In the article, this approach is used in close connection with the content analysis of the relevant regulatory legal documents, and this serves to disclose this topic based on reliable sources.

Also, comparison with the relevant experience of other countries serves to clarify the general and specific aspects of the issue under study. In this regard, the article uses a comparative analysis of the experience of using KPI.

Of course, an economic analysis of this issue is important. It is especially necessary to determine how much material and financial resources will be saved in the process of implementing the KPI system, to what extent and from what sources it is necessary to stimulate the activities of employees, after evaluating the performance, according to the relevant criteria. We do not apply this approach, referring to the work of specialists in this field.

In our opinion, it is appropriate to first dwell on the theoretical and methodological foundations of the performance evaluation system (KPI), including its main elements and requirements for their formation. Experts have studied that in foreign countries a KPI system is being introduced, consisting of the following elements:

- form of establishing evaluation criteria (strategic program, agreement, work plan, contract, etc.);
- the authority to establish evaluation criteria (head of a public administration body, immediate supervisor, specially authorized body, etc.);
- the authority to make a decision on the evaluation of activities (the head of the state administration body, the immediate supervisor, a specially authorized body, etc.);
- assessment methodology (report of programs and plans, statistical data, international ratings, interviews, survey, 360-degree method, etc.);
- the form of summing up the results of the assessment (categories of effectiveness, verification of the achievement of a satisfactory level, allocation of an unsatisfactory level, final assessment scores, etc.);
- the consequences of a positive and negative assessment (remuneration, bonus, non-material incentives, career growth, development of a professional development program, rotation, termination of a service contract, etc.).

Theorists believe that it is necessary to take into account a number of requirements when forming the elements of the implementation of the KPI system and developing a mechanism for their interaction. In particular, according to experts, the implementation of the KPI system will give the expected result if it is carried out in accordance with the following general requirements:

- a clear definition of the expected result;
- possible measurement of indicators in certain conventional units;
- compatibility of expected parameters with available resources, achievability;
- determination of specific deadlines for achieving results;
- determination of indicators within the competence (authority and responsibility) of the employee;
- determination of KPI based on strategic goals.

We consider it important to take into account these requirements in the process of studying this issue in Uzbekistan.

The first factor in introducing KPI into the civil service system in Uzbekistan is the manifestation of the political will of the head of state and the setting of a clear task for the system. However, the implementation of political will in real life and its implementation in practice is not an easy task. To do this, it is necessary to form a number of bases, which work with a clear mechanism in close connection with each other. In particular, the practical implementation of any political will requires, first of all, appropriate legal foundations. Methodological (conceptual), institutional, personal and financial resources

of the organization of activities and the mechanisms of their mutual systemic movement are considered as one of the necessary conditions. From this point of view, it is important to analysis of the relevant regulatory legal documents when covering the research topic.

It should be noted that, similarly to the world experience, the KPI system was introduced in Uzbekistan firstly in the activities of business entities. In accordance with the Resolution of the Cabinet of Ministers of the Republic of Uzbekistan No. 207 dated July 28, 2015, the regulation on the criteria for evaluating the effectiveness of activities of joint-stock companies and other economic entities with a state share, as well as the procedure for calculating key performance indicators (KPI), predictive (target) KPI indicators, using of assessment indicators and their monitoring, the procedure for checking and expert evaluation of assessment indicators (O'zbekiston Respublikasi Vazirlar Mahkamasining, 2017).

This regulatory legal document is considered the methodological basis for the implementation of the KPI system in the activities of business entities with a state share. After a certain period of time, the issue of its implementation in public administration was put on the agenda. In accordance with the Decree of the President of the Republic of Uzbekistan No. PD-5185 dated September 8, 2017, "the introduction of a fundamentally new assessment system, by hearing reports to the representative government on the activities of executive authorities at all levels and their leaders based on the results of achieving targets and the effectiveness of implementing strategic development programs" was identified as one of the main directions and tasks of the administrative reform of cardinal reforms of the public administration system (O'zbekiston Respublikasi Vazirlar Mahkamasining, 2017).

Since 2019, there have been active practical steps in this direction. In accordance with paragraph 10.3 of the Resolution of the President of the Republic of Uzbekistan No. PQ-4193 dated February 15, 2019, the Ministry of Justice of the Republic of Uzbekistan was tasked to "within three months, together with interested departments, develop and approve key effectiveness and performance indicators (KPI) (number and the quality of the provided services, the speed of service, the courtesy and competence of the employee, feedback from applicants, etc.) when providing public services by employees of state bodies and other organizations, as well as the procedure for evaluating their activities" [6]. At present, the system for evaluating the performance of employees based on the KPI system is fully implemented and operates in the system of the Public Services Agency.

In accordance with Presidential Decree No. PD-5843 dated October 3, 2019, it was established the Agency for the Development of the Civil Service under the President of the Republic of Uzbekistan, one of the main tasks of which is to introduce a system of measurable indicators (key indicators) for assessing the performance of civil servants and analyzing their results, study of public opinion and formation of an open rating of heads of state bodies and organizations [5]. Based on this Decree, the Agency for the Development of the Civil Service (ADCS) is entrusted with the obligation to introduce the principle of meritocracy in the civil service, including the KPI system. In other words, an institutional basis has been formed for coordinating the implementation of personnel policy in the state civil service.

An analysis of the above legal documents shows that they basically determined the tasks for implementing the KPI system in the relevant ministries and departments, and also a specially authorized institute. In a word, the legal basis for the implementation of the political will has been created. It would not be wrong to say that the following documents define norms related to the formation of the methodology and mechanisms for the realization of this task.

In accordance with Decree No. PD-6003 dated June 20, 2020, of the President of the Republic of Uzbekistan "On improving the position of the Republic of Uzbekistan in international rankings and indices, as well as introducing a new mechanism for systematic work with them in state bodies and

organizations”, it was established that one of the main criteria assessing the effectiveness of the activities of the first heads of responsible state bodies is to improve the position of our country in international rankings and indices, which are priorities for the Republic of Uzbekistan.

Also, since 2020, ADCS has piloted a system for assessing the performance of khokims (heads of municipalities) and their deputies based on KPI in 12 district (city) administrations of the republic. In order to ensure transparency and impartiality of the system, the assessment and calculation of the actual achievement of the forecast indicators was carried out on the basis of information from the relevant higher government bodies (Xasanov, 2020).

At the same time, in order to minimize the human factor in the formation of the mechanism for implementing this system, attention was paid to the development of an information system that will be automatically implemented through an electronic platform for determining forecast indicators, entering the facts of their achievement, calculating and forming ratings of officials. In accordance with the Resolution of the President of the Republic of Uzbekistan No. PD-5053 dated April 3, 2021, the ADCS under the President of the Republic of Uzbekistan, the Ministry of Economic Development and Poverty Reduction, the Ministry of Justice, together with other interested ministries and departments, were tasked with:

- a) submit a draft resolution of the President of the Republic of Uzbekistan, providing for:
  - introduction of modern assessment methods based on key performance indicators (KPI) in local government bodies and government bodies through the active use of information and communication technologies;
  - reduction in the number of state bodies within the framework of administrative reforms with an in-depth analysis of the effectiveness and efficiency of their activities, as well as duplicating functions and tasks;
- b) development and phased implementation in state bodies of a special software package for rating the results of achievement by employees of key performance indicators (KPI). (O‘zbekiston Respublikasi Vazirlar Mahkamasining, 2017).

Also, it was put into effect a system for evaluating the activities of deputy heads of government bodies and business associations in accordance with the Resolution of the President of Uzbekistan No. PD-5189 dated July 22, 2021 “On the introduction of a system for evaluating the performance of deputy heads of ministries, state committees, other government bodies and business associations”. (O‘zbekiston Respublikasi Vazirlar Mahkamasining, 2021).

By Resolution of the President of the Republic of Uzbekistan No. PQ-5230 dated August 24, 2021, a procedure for evaluating the activities of the Deputy Chairmen of the Council of Ministers of the Republic of Karakalpakstan, deputy khokims of the regions and the city of Tashkent based on key performance indicators (KPI) was introduced. This resolution approved the regulation on the procedure for evaluating the activities of the Chairman of the Council of Ministers of the Republic of Karakalpakstan, deputies of the khokims of the regions and the city of Tashkent, as well as the procedure for developing and approving the performance indicators of the relevant deputies and the criteria for their evaluation, monitoring and evaluating the effectiveness of their performance indicators (O‘zbekiston Respublikasi Vazirlar Mahkamasining, 2017).

By this Resolution, until the end of 2021, the effectiveness of the activities of deputy heads of local self-government bodies was evaluated experimentally on the basis of performance indicators. According to the results of the experiment, appropriate proposals have been developed to eliminate problems and existing shortcomings in the organization of evaluation of the activities of deputy heads of local self-government bodies based on KPIs, as well as to improve the effectiveness of this system.

At the same time, by the Resolution of the Cabinet of Ministers of the Republic of Uzbekistan No. 536 dated August 23, 2021, it was introduced the system for evaluating the performance of sectors for the integrated socio-economic development of regions, and encouraging exemplary and initiative sectors. The regulation has been approved, which provides for the promotion of industries on the basis of key performance indicators, their calculation and evaluation, as well as evaluation results (O'zbekiston Respublikasi Vazirlar Mahkamasining, 2017).

According to the Law of the Republic of Uzbekistan "On the State Civil Service" dated August 8, 2022, when introducing a system for evaluating the activities of a state civil servant, it is considered to encourage civil servants and ensure their promotion through official positions based on objective and fair criteria, the assessment methodology will be determined by a specially authorized state body (ADCS), state bodies will determine their internal procedure, taking into account the specifics of their activities in accordance with this methodology (O'zbekiston Respublikasi Vazirlar Mahkamasining, 2017).

The analysis of the above documents shows that the implementation of the KPI system in the civil service of Uzbekistan is carried out successfully and step by step, with the effective use of international experience and taking into account the relevant specifics. It should be noted that the KPI system is being introduced in stages, first in economic bodies with a state share, and then in the executive bodies of state power in Uzbekistan. More precisely, the introduction of this system in Uzbekistan is carried out in the following stages in relation to the positions of civil servants:

- employees of joint-stock companies and other business entities with state participation;
- employees of government bodies and other organizations involved in the provision of public services to the population;
- the first heads of state bodies;
- deputy heads of state administration bodies and business associations;
- chairman of the Council of Ministers of the Republic of Karakalpakstan, khokims of regions and the city of Tashkent and their deputies.

As features of the methodology and mechanisms for implementing the KPI system in the public service are as follows:

1. The assessment of the key performance indicators of civil servants, their leaders and organizations is carried out in close connection with each other. For example, performance indicators of khokims are assessed based on the corresponding indicators of district (city) deputy khokims. The performance indicators of deputy khokims of districts (cities) are assessed on the basis of information from higher ministries and departments about their activities. This procedure, on the one hand, ensures transparency, and on the other hand, encourages managers and employees to work constructively together.
2. Each administrative territory is divided into 4 sectors for the purpose of integrated socio-economic development, the responsibility for which lies with the khokim, prosecutor, head body of internal affairs and the head of the tax inspectorate. In addition to being leaders in the sector, they also



manage industry activities. 60% of their total KPI score is accounted for by their activities as a sector manager, 40% – by the effectiveness of industry activities.

Evaluation of the effectiveness of the work of the district (city) prosecutor, the head of the internal affairs body and the heads of the tax inspectorate is carried out by the General Prosecutor's Office, the Ministry of Internal Affairs and the State Tax Committee of the Republic. The effectiveness of the industry leader is evaluated by ADCS once a year based on information from interested ministries, departments and other organizations. According to the results of the evaluation, the winners will be determined among the district and city sectors at the republican level – “The most exemplary sector” and at the level of the Republic of Karakalpakstan, regions and the city of Tashkent – “The most enterprising sector”. Depending on the departmental subordination of the head of the sector, the Republic of Karakalpakstan, the regions and the city of Tashkent will be encouraged at the expense of additional sources of local budgets and extra-budgetary funds of the Prosecutor General's Office, the Ministry of Internal Affairs and the State Tax Committee of Uzbekistan.

This assessment mechanism serves to coordinate the work of governments and helps to organize the solution of complex local problems.

3. For the transparent implementation of the assessment and formation of the appropriate rating of employees based on the KPI system, an electronic information system is used, which is generalized by a specially authorized state body. The organization of the process on the basis of an appropriate information electronic database is considered one of the important measures to reduce the human factor.

## **Conclusion**

Moreover, in the process of implementing this system from 2020 to 2021, the following shortcomings were observed: the lack of regulatory documents on the implementation and calculation of KPI, the absence of a chain of interrelated tasks of the public administration and authorities along the entire vertical and horizontal, insufficient knowledge and experience of strategic planning among middle managers, the occurrence of oral and emergency instructions in the course of activities and the lack of a unified system of electronic document management. These circumstances require the determination of the necessary measures to further improve the introduction and implementation of the system for evaluating the effectiveness of civil servants of the republic. At the moment, due to the special (linear) nature of other (except for khokims) sector leaders' activity, it is also waiting for its solution to find out whether they have the competence to act as a sector leader before being appointed to the appropriate leadership or to determine how much special training is being carried out.

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